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[Communicated to the Council  
and the Members of the League.]

9558 P.  
Official No. : **C. 315. M. 211.** 1937. XI.

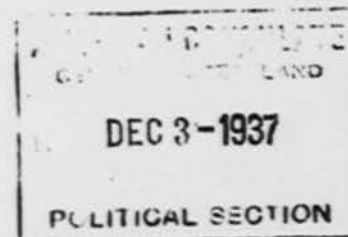
Geneva, July 23rd, 1937.

LEAGUE OF NATIONS



ADVISORY COMMITTEE ON TRAFFIC  
IN OPIUM AND OTHER DANGEROUS DRUGS

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**MINUTES**  
OF THE



# TWENTY-SECOND SESSION

Held at Geneva from May 24th to June 12th, 1937.

Series of League of Nations Publications  
XI. OPIUM AND OTHER  
DANGEROUS DRUGS  
1937. XI. 6.

9558  
P2

Such is the evidence of a person well qualified to express an opinion on what is happening in China. There is no need to explain the significance of the last phrase referring to extra territorial privileges, which seriously hamper the Chinese Government's action in the matter of drugs. The Committee is aware that smuggling in the East, especially of manufactured drugs, practised by certain foreign nationals who are only too well known to the Committee, is paralysing all the efforts of the Chinese Government. Until that situation is changed, China cannot be freed from the drug scourge. The position from this point of view has undergone no change since the last session of the Committee; it has not improved, in spite of the resolution adopted by the Committee in 1936 to which M. Renborg has referred. It can be said without exaggeration that the situation has become worse, and that its world repercussions are becoming increasingly apparent. The statements made in the Egyptian report for 1936 on the world sources of white drugs leave no doubt on the subject. In my view, the Committee will not be doing its duty if it does not give all the attention it deserves to this aspect of the problem, which, as I see it, may be regarded as the key to the whole drug problem.

The CHAIRMAN thanked the representative of China for his statement and congratulated the Chinese Government on its energetic measures. The Advisory Committee would certainly wish to take an appropriate decision in the matter. It was satisfactory to learn that the capital penalty applied mainly to traffickers and that it was rarely enforced in the case of addicts.

M. FULMER (United States of America) made the following statement :

Before undertaking to speak of the situation in China to-day, I wish to say a word or two of appreciation for the Chinese annual report for 1935, which has been in the hands of the Committee for some time past. Fault may be found with this report, on the grounds of incompleteness and of inaccuracy, but this is true of a great many of the other annual reports which are received from Governments. In contrast to previous Chinese reports, the one for 1935 contains a great deal of definite, concrete information—enough to show the nature of the efforts which the Chinese National Government was, in the year under review, devoting to the campaign against the drug evil. And I am informed that a supplementary report will be submitted in respect of 1935 to fill certain gaps in the report already received. I think that the members of the Committee will agree with me that the Chinese annual report for 1935 is unquestionably the best which the Chinese Government has yet presented.

Turning now to the situation in China as it was in 1936 and as it is to-day: China being far and away the largest single producer of raw opium in the world, it would seem logical to consider first : developments in respect of the production of raw opium; second : the situation in respect of illicit imports; third : the situation in respect of illicit export : and lastly : developments in respect of illicit manufacture.

As to the production of raw opium, the information which we have received in my country indicates that, in the provinces of China where there is no Japanese influence, a sincere effort has been made to reduce the production of raw opium and that this effort has met with surprising success. The Committee will recall that, in China south of the Great Wall, the principal producing provinces have for years been Yunnan, Szechuan and Kweichow. It will recall that, for years past, the production of Yunnan has been estimated at 4,500 tons per annum, that of Szechuan at a similar figure and that of Kweichow as usually around 400 tons.

I am happy to say that the information which has reached me indicates that in the three provinces referred to (and they represent most of the production south of the Great Wall), the restrictive measures enforced by the Chinese Government are now commencing to have a noticeable effect. The production for the crop year 1936/37 is estimated to have been reduced in Yunnan by about 50% and in Szechuan by about the same proportion, till it now rests at about a half of the usual output.

When we come, however, to the provinces under Japanese control or influence, we find a very different state of affairs. In the three north-eastern provinces—that is to say, Manchuria—we find that the area designated by the regime now functioning in that region for lawful opium-poppy cultivation in 1937 was 156,061 acres, as compared to 133,333 acres in 1936, an increase of 17%; and that unlawful cultivation had reached a point such that the regime referred to found it necessary, on February 6th, 1937, to issue a public warning to unlicensed cultivators. The anticipated gross revenue from Government opium sales in Manchuria in 1937 is estimated at a figure over 28% greater than the gross revenue realised in 1936. As interest in the welfare of the people seems inconsistent with a policy of selling them more opium, one is necessarily led to see in this drive against illicit poppy growing nothing more than an effort to destroy business competition.

Last year<sup>1</sup> I said to the Committee : " Where Japanese influence advances in the Far East, what goes with it? Drug traffic ". This continues to be the case.

The developments of the past year in the province of Chahar afford a striking illustration. When the military forces of the regime now functioning in Manchuria and Jehol occupied northern

<sup>1</sup> See Minutes of the Twenty-first Session of the Committee, page 66.

9558  
P3

" The said Li K'ang Opium Wholesaler is located at No. 10, Hsi Tsung Pu Hut'ung, East City, Peiping, and its telephone number is 1593 East Office. The goods will be sent to you upon receipt of your order by telephone. It will do no harm if all my comrades of the same appetite should make a trial, so as to know that I am telling no lie.

" Respectfully yours,

" A Person of the Same Taste."

I am handing over to the Secretariat a photostatic copy of one of these circulars.

Information in the hands of the American authorities fully confirms the evidence of the Chinese seizure reports and the statements made to the Sub-Committee on Illicit Traffic by the Chinese representative to the effect that illicit traffic in manufactured drugs is rapidly extending down the railways from Hopei Province toward the Yangse River, due to the energetic work of Japanese and Korean pedlars.

Last year, I characterised the situation in Manchuria and Jehol, where, as we were informed by the Japanese representative, there is no legislation to control manufacture of, or trade in, opium derivatives, as " terrifying ". According to information received, the condition in that area is now almost beyond belief. This is the one region in the world where the governing authority not only makes no effort to prevent the abuse of narcotic drugs but actually profits by the rapid increase of narcotic addiction.

The degradation of the population of Manchuria through increasing use of opium and its derivatives has actually come to a pass where even Japanese newspapers published in that area have been moved to protest.

Late in January 1937, there was held in Hsingking, the seat of the central government in Manchuria (formerly known as Changchun), a conference of provincial governors.

After the statements made at that conference of governors, M. T. Kikuchi, the Japanese editor of the *Sheng Ching Shih Pao* (South Manchuria Railway owned Chinese language daily of Mukden), openly criticised the Governments' narcotics policy. He charged that (1) the licensed opium retailing system has not checked the spreading use of that drug, (2) large numbers of young people have taken to narcotics, (3) it is inconsistent for the Government to advocate the improvement of public health and yet permit the population to be poisoned by narcotics, (4) opium and its derivatives are a blot on " Manchukuo's " honour. With the permission of the Committee, I will read translations of three courageous articles from M. Kikuchi's newspaper.

[*Sheng Ching Shih Pao*, Mukden, Manchuria, January 24th, 1937.]

*"Second Day Conference of Provincial Governors of Manchukuo."*

"The Conference of Manchukuo provincial governors was opened on January 22nd, 1937. The second day conference started at 10 a.m.

"On the second day, questions and answers were freely raised and made by the governors and bureau directors of the Central Government departments . . . Public health, colonisation and civil engineering matters were discussed. Both the provincial governors and the bureau directors were unanimous in their opinion that the people's health should be improved and that opium can make Manchukuo perish. They further expressed a hope that the Government will make proper disposal of such matters as a re-examination of the opium policy, evils of opium retail houses, prevention of young people from becoming addicted to narcotics and an expansion of national hospitals."

. . .

[Editorial in *Sheng Ching Shih Pao*, January 27th, 1937.]

*"Opium Retailing and Health Preservation."*

"The danger of opium is known by everyone. There has long been talk of racial and national perdition through opium-smoking. After the establishment of Manchukuo, the Government adopted the licensed opium-house system to prohibit opium-smoking gradually, as it was feared that opium addicts of long standing could not stop smoking immediately. Simultaneously, opium addict sanatoria were established in various places for curing the habit and restoring normal health.

"From the time the opium retail system was established, we have written editorials to serve as warnings. Contrary to expectations, after several years of the enforcement of the opium-retail system, none of the opium addicts has stopped smoking and, in addition, a large number of young people have become opium-smokers. It is, therefore, to the point that at the governors' conference there was expressed a desire to re-examine the licensed opium-house question, in order that the people's health may be preserved.

"In recent years, the Government has paid careful attention to the health of the people and has endeavoured to improve it. Yet the adoption of the licensed opium-house system and the freedom allowed the people to smoke opium as they please in licensed opium-houses affects their health far more than unsanitary conditions. Opium, together with heroin and morphia, causes many deaths (in Manchuria).

It may be said that, since there are opium addict sanatoria already established for the treatment of the public, the Government can do nothing more if the people themselves take to narcotics like the moths flying into a flame. We feel, however, that, if a proper procedure is required for the purchase of opium and that if the number of licensed opium-houses is decreased, it may be possible to reduce the number of opium-smokers. It is, after all, a shame for any civilised country to permit the open sale of narcotics. In extenuation, it may be said that our country adopted the licensed opium-retail system only as a temporary measure, it having been decided to reduce annually the opium cultivation areas. It would seem practicable to designate a limited number of years for addicts to break off the habit, if not out of public health considerations, at least, in order to adhere to the original aim of reduced consumption.

"The provincial governors this time are of the same opinion as we in regard to the re-examination of the opium question. That is, the people must universally be healthy. Then the country and its race can develop sturdily. The present curious form of health preservation leaves a blot. Moreover, the logic of discussing public health and yet allowing the people to be poisoned seems to be inconsistent. The present conditions may be a plan to get rid of the weak and keep the good. It is, nevertheless, a disgraceful reflection on the people that they should continue to take poison like candy, in spite of the existence of opium-addict sanatoria and public-health organisations. Once orders are issued by the Government, none of the addicts will dare disobey them. If opium-smoking is to be controlled only when the situation develops to its worst, then it will be too late.

"It is sometimes said that since opium-addicts cannot return to normal health, it would be better to let them live or die as they like. We ask, what harm can there be in strictly prohibiting them to smoke opium? Those who die due to Government prohibition are a minority. And by such prohibition, the addiction of young people to the drug may be checked. This will naturally greatly preserve the health of the people.

"Some say that opium is a rich source of Government revenue. If it is suddenly cut off, the Government cannot make up the loss. We maintain that the land of Manchukuo is wide and fertile and that the cultivation of other crops to take the place of opium would compensate for the loss.

"Why leave this shame, making possible the existence in this country of unhealthy people? We have suggested to the governors' conference a re-examination of the opium-retail question, and although we have not yet heard of the results, it is felt that the Central Government authorities will, for the health of the people, take the matter into deep consideration and make proper disposal of it."



[*Sheng Ching Shih Pao*, Mukden, Manchuria, February 18th, 1937]

*"Number of Deaths in Mukden during January due to Narcotics Poisoning."*

"The number of deaths in the Mukden municipality during January due to narcotics poisoning has been investigated by the Public Health Section of the Shenyang Police Bureau and is as follows :

	Morphia		Heroin		Opium		Total
	Men	Women	Men	Women	Men	Women	
Reported by :							
City Police Office .....	5	1	—	—	—	—	6
East suburb Police Office .....	7	—	1	1	—	—	9
North suburb Police Office .....	1	—	2	—	—	—	3
South market Police Office .....	44	4	27	2	—	—	77
North market Police Office .....	59	—	10	—	1	—	70
Police Office West of railway .....	6	—	—	—	—	—	6
Total ...	122	5	40	3	1	—	171

This ends, for the time being, my quotations from the *Sheng Ching Shih Pao*.

Press reports have stated that, in 1935, in the principal cities of Manchuria, nearly 6,000 persons died of narcotic addiction without any provision for their internment. As bearing on this subject, I quote below the statement of an eye-witness who was in Mukden in October 1936 :

" Adjacent to a rag-pickers' market about a reeking open sewer are some fifty or more hovels inhabited by the lowest type of prostitutes who, in addition to their regular occupation, also openly dispense narcotics. The setting was loathsome to a degree. Demonstrating with



9558  
P5

peculiar force the relation of cause to effect, there lay on an ash heap just behind the narcotic brothels seven naked corpses which had evidently been stripped of their rags by fellow addicts. It is generally stated that this is a daily sight, despite regular removal of the bodies by the Red Swastika Society. There was offered no other explanation than that these dead met their end through narcotics poisoning."

The ash heaps of Mukden and Harbin have become so notorious that M. Kikuchi was moved to write the following editorial, which I quote in translation :

[*Sheng Ching Shih Pao*, Mukden, Manchuria, February 18th, 1937.]

"Many Dead on Kung Fu Shih Ash Heap."

"Everyone knows the danger of morphia. There are many people who die from its poison each year. It is lamentable to say that these people, in becoming addicted to morphia, are digging their own graves. The ash heap at Kung Fu Shih, outside of the large west city gate, is the morphia centre of Mukden. It is general knowledge that almost daily drug-addicts die there."

"It is now learned that at the foot of the ash heap there were found dead during the several days after the Lunar New Year thirteen young men of about twenty years of age. Their hair was dishevelled and their faces dirty. They could be recognised at a glance as morphia-addicts. Their upper garments and trousers were stripped from their bodies. Some of them were lying on the ground with their faces turned upward; some with their faces covered; and some were lying in the gutters. It was a pitiable sight. On the morning of the 16th instant, these dead bodies were still lying at that place."

"It is deeply hoped that the Municipal Government and philanthropic organisations will, at an early date, dress these corpses for burial, so as to show regard for humanity and to improve the appearance of the city."

What has the Government which holds or should hold itself responsible for the welfare of the people of Manchuria done about this? In the conference of provincial governors, no remedial measures are reported to have been advocated. The Government's opium programme, for 1937 envisages a 25% increase in sales over 1936. No intention has been exhibited to check the brazen traffic in morphine and heroin. Mr. Chairman, I put it to you that this is a sad but most illuminating example of the results of greed, of large-scale poisoning of one's fellow-man for gain and an example of total disregard of the obligations which any Government, *de facto* or *de jure*, which hopes to enjoy respect, confidence or recognition, has toward other Governments of the world.

Many of those present will recall an occasion, not so very long ago, when in this Committee an *exposé* was made of illicit manufacture which had suddenly sprung up in an alarming manner in a certain country—an occasion when one of our oldest and most respected colleagues said: "This cancer on the face of Europe must be extirpated". It was. Now we have another cancer, this time on the face of Asia. It remains to be seen whether those responsible for the ash heaps of Harbin and Mukden, Tongshan, Yenshan and Peiping will do anything about it before they are overtaken by a retribution which all their ill-gotten gains cannot avert.

9558  
P5

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The CHAIRMAN thanked Mr. Fuller for his detailed statement.

*The continuation of the discussion was adjourned to the next meeting.*

**1203. Invitation to the Committee from Senator Justin Godard, of the World Narcotic Defence Association, to attend a Lecture on June 7th, 1937.**

M. RENBORG, Secretariat, read a letter addressed to the Director of the Opium Section by Senator Justin Godard, Chairman of the Comité de Patronage of the World Narcotic Defence Association, inviting members of the Advisory Committee to be present at a lecture which he was giving on June 7th, under the auspices of the Association, on opium and narcotics in the French possessions in the Far East.

The CHAIRMAN thought that the Committee would be happy to accept the invitation and to attend the lecture.

*The Chairman's proposal was adopted.*

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**THIRTEENTH MEETING (PUBLIC).**

*Held on Wednesday, June 2nd, 1937, at 3.30 p.m.*

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*Chairman : Dr. CHODZKO (Poland).*

**1204. Examination of the Situation in the Far East (continuation) (Documents O.C.1682, O.C.1564 (b), (c) and (d)).**

M. CARNOY (Belgium) said that Mr. Fuller, in his statement, had been right to insist that the key to the whole problem of China was the relationship between the occupying Powers and the Chinese inhabitants.

A distinction should be made, however, between " Manchukuo " and the other territories. " Manchukuo " had already been dealt with in Mr. Fuller's statement. M. Carnoy would like to ask the Japanese representative for some particulars regarding the position in Tientsin. <sup>an</sup> alarmist picture of the situation in that province was drawn in a pamphlet which had been communicated by the Chinese representative. Other reports had also emphasised the regrettable nature of the situation.

Japan had given many assurances of her good faith in the struggle against the evil of narcotic drugs and had already obtained valuable results in that campaign. Japan could not, and should not be accused of lacking good faith. Nevertheless, M. Carnoy would like to ask the Japanese representative how it came about that a country which took so active an interest in putting down the evil of narcotic drugs could not manage to put an end to the deplorable situation in a territory controlled by its own troops. M. Yokoyama had said that public opinion should be educated up to the problem, which was obviously desirable. He had also referred to the efforts being made by Japan to increase the severity of sentences passed on offenders; it would seem that this was the principal weak point in the Japanese campaign against the illicit traffic.

RUSSELL Pasha (Egypt) made the following statement :

We have all heard Mr. Fuller's full and authenticated statement on the state of affairs existing in the Japanese controlled territories north of the Great Wall and in some parts of China proper.

I do not know what impression it has made on members of this Committee who have heard it for the first time. If the result is scepticism or a self-satisfying hope that things are not really as bad as they are painted, all I can tell them is that I, too, have got full and ample reports by eye-witnesses which amply confirm what Mr. Fuller and others have said.

As heroin manufacture and sale constitute apparently a perfectly open and authorised trade in Manchuria and Jehol, it is possible for any intelligent traveller to judge of the enormous proportions at which this trade has now arrived, to see with his own eyes the ghastly effects that it is producing on the population and the menace that it is to the rest of the civilised world.

Without attempting to give you a complete account of the narcotic industry and conditions in Manchuria and Jehol, I will quote you some sentences from reports received :

" In the city of Harbin, there are to-day not less than 300 heroin dens without counting those in the city of Foochiatien, which is practically part of Harbin.

" These dens are visited daily by about 50,000 addicts of Chinese, Russian and Japanese nationality.

" Besides these heroin dens, there are in Harbin and Foochiatien 102 authorised opium-saloons which also sell heroin. The number of clients of these dens is about 20 European and 300 Chinese for each den daily.

" Practically one-quarter of the one million inhabitants of these two cities are addicts.

" During the last two years, there have been in Harbin many Japanese addicts, especially among the soldiers and officers of the Japanese army.

" During the very severe Harbin winters, many addicts die in the street: their corpses are left for days in the streets, as nobody bothers to take them away; even the dogs sometimes will not eat them.

" The supply of drugs is not manufactured in Harbin itself. It comes entirely from the Japanese Concession in Mukden and from Dairen. It is from Dairen that thousands of letters containing drugs are posted to the United States, Egypt and elsewhere.

" The Podol district of Foochiatien is full of heroin dens; there must certainly be a thousand, all for the poorest class of the population; near to the district is a bazaar where second-hand and stolen goods are sold in exchange for heroin. . . . In this district, corpses of addicts are found daily; other addicts are paid ten yen to take away a corpse and bury it. . . . No formalities.

" Peasants arrive daily at Foochiatien to sell their farm produce; they are paid in heroin, and addiction is rife among them; they are pawning their horses, their cattle and even their houses for heroin, till they become completely beggared and their lands are taken over by the opium Monopoly."

These quotations could be continued indefinitely. As you will see from them, conditions in these parts are staggering to the mind of any man who has a sense of decency and pity towards his fellow-men.

The evil is, however, so general and spread over such enormous territories that it is difficult for us, living our comfortable lives, to concentrate our thoughts and actually visualise what these things mean.

Mr Fuller has described, and other eye-witnesses have written, accounts of conditions in the Japanese concession of Tientsin; one such eye-witness has described the situation to me as follows:

" The Japanese Concession in Tientsin is now known as the nerve centre of heroin manufacture and addiction of the world. The number of opium and heroin dens which go under the names of Yang Hang or foreign firms, number well over a thousand, in addition, there are hundreds of hotels, shops and other establishments where white drugs are openly sold.



Not less than 200 heroin factories are scattered over the Japanese Concession, which is only about four square miles in size. Over 1,500 Japanese experts and 10,000 Chinese workmen are engaged in the manufacture of heroin. As the business is extremely profitable and the supply of raw material abundant, new factories are starting daily; the factories are working perfectly openly.

"Hashidaté Street is the heart of the heroin belt in China. There are in it more than fifty shops, and heroin can be purchased freely in all of them. The heroin is of excellent quality, without adulteration and cheap, the gramme in retail selling for 1 Chinese dollar, while the wholesale price is 500 Chinese dollars (about £45) the kilogramme."

(Russell Pasha added, for purposes of comparison, that the price of 1 kilogramme of pure heroin in Cairo at the present time would be from £500 to £600.)

"Every night we can see coolies and merchants walking about the streets offering heroin for sale. After the famous Manchuria and Jehol dens and factories, the Japanese Concession in Tientsin has become the heroin centre of China proper and of the world, and it is from here that not only the Chinese race but all other countries of the world are being weakened and debauched.

"To the traffickers, of course, the foreign, and especially the American, trade is the most profitable. Most of the narcotics, intercepted abroad, bear a mark of Chinese origin. The reason for this is simple: Japanese laws do not allow export of drugs to foreign countries from Japan or *via* Japan; it becomes necessary, therefore, to ship the goods to foreign ports *via* Shanghai and in some cases direct from Tientsin.

"I have made a very careful calculation and estimate that 500 kilogrammes or more of heroin are shipped weekly direct from Tientsin. This quantity is divided roughly as follows: 60% direct to the United States, 30% to the United States *via* European countries and ports, and the remaining 10% to other countries, including Egypt.

"We should not be far short of the mark if we said that 90% of all the illicit white drugs of the world are of Japanese origin, manufactured in the Japanese Concession of Tientsin, around Tientsin, in or round Dairen or in other cities of Manchuria, Jehol and China, and this always by Japanese or under Japanese supervision. As for the conditions in the dens of the Japanese Concession, words fail when I attempt to describe the revolting and terrible conditions. The dens are dark, the filth is revolting and the scenes ghastly even to a hardened person like myself; in the brothels adjoining the dens, young girls give filthy exhibitions for the sake of a shot of heroin; Chinese, Russians, foreigners lie about on the dirty wooden boards, as also children of two and three years of age, already idiot drug addicts, with swollen heads and thin transparent bodies.

"In the first room of the dens, Korean women (never themselves addicts) are busy at their tasks mixing the heroin with adulterants. A small dose costs 10 cents, 50 cents for a dose of a better quality or for an injection of morphine. The injections are done with dirty syringes, often home-made; the needles are never washed, disinfected or changed, and syphilis is freely spread by the needles from one addict to another. I have seen addicts with whole parts of their chests just a mass of decomposed and gangrenous flesh, with holes in their bodies that you could put your whole fist into, and it is into these putrefying, barely living corpses that the needles of dope are alternately pushed."

I will quote no more.

Mr. Chairman, these conditions exist to-day. There is no getting away from facts. Can we not somehow stir the consciences of those responsible to wipe out this blot on civilisation?

This morning, my Cairo post informs me that a month ago, not less than fifty heroin factories in the Japanese Concession of Tientsin have moved to Tangshan, some two hours distant by train, and that most of the others are to follow.

Let us hope that this is not merely a change of scene, but that it denotes the intention of the authorities to begin the definite closing-down of these sinks of iniquity and depravity.

Colonel SHARMAN (Canada) made the following statement :

The speech of the representative of the United States of America cannot fail to arouse in our minds feelings of acute disquiet, which indeed are perhaps accentuated in the case of those of us who represent countries which, for years past, have been menaced, not only by the possibility, but by the actuality of the illicit introduction of manufactured drugs into their territories from the Far East.

As I have informed the Committee in previous years, my Government views the narcotic situation in the Far East with alarm, and has been compelled to adopt special, and I may say expensive, measures in an endeavour to cope with the resulting flow of narcotic drugs to our Pacific Coast.

It is obvious, from the careful analysis of the present situation by the United States representative, that there has been no amelioration whatever in so far as the illicit manufacture in,



9558

P8

- 64 -

and traffic from, the Far East is concerned, and it will therefore be necessary for us to continue, and in fact augment, our special defensive measures.

I must confess to being impressed in that regard by the tremendous difference between defensive conditions existing in relation to illicit narcotics moving across the Pacific and elsewhere as compared with those in force in relation to the major contagious diseases, such as cholera or plague, which from time to time threaten the world. Under the International Sanitary Convention of 1926, the most urgent measures are immediately taken to notify all other countries by radio, by cable, by telegraph or by means of a weekly bulletin, when outbreaks of plague, cholera or certain other dangerous and contagious diseases are involved; these steps are rendered possible by the initiative of the country in which the discovery is made and are obligatory under the terms of the Convention to which I have referred. This cabled or radioed advice renders it possible for other countries to concentrate on adequate measures to protect themselves from the specific menace to their populations. In relation to illicit narcotics, however, which it will certainly be agreed is another most dangerous menace, we have here definite knowledge of the existence of a state of affairs, involving illicit manufacture of and traffic in these white drugs of addiction in certain portions of the Far East, which is obviously a matter which vitally concerns the other countries of the world.

I do not suggest that the machinery of the Sanitary Convention can or should be duplicated to cover the existing narcotic situation, but I do suggest that, just as plague is discovered and immediately controlled in the place or places where it breaks out, so could illicit manufacture, in the territories to which reference has to-day been made, be susceptible of discovery and control by those on the spot, in such a manner as would render impossible its continuance as a most dangerous menace to the rest of the world.

M. YOKOYAMA (Japan) said he would make a rapid survey of the facts without going into details. In the first place, as could be seen from document O.C. 1569(1), concerning the application of Chapter IV of the Hague Convention, Japan had reinforced her legislation against illicit traffickers by means of three new ordinances. The first two, applicable in China, provided regulations for the control of the traffic in opium and narcotic drugs; the third provided regulations for the control of the traffic in narcotic drugs by Japanese subjects in "Manchukuo". In the previous year, a treaty had been concluded between "Manchukuo" and Japan providing for the application to Japanese nationals of the laws and regulations in force in "Manchukuo". Those laws and regulations provided for maximum penalties of five years' imprisonment and a fine of 5,000 yen. No further ordinance was necessary. Those penalties were not very severe, but the reason for that was well known to the Committee. All the ordinances to which he had referred were in conformity with the 1931 Convention. In addition, the Japanese Government had asked the consular authorities in China to apply, so far as possible, the severest penalties.

As regards South China, he had already made a statement about the co-operation between Chinese and Japanese authorities in Fukien, which was mentioned in the report of the special Sub-Committee on the application of Chapter IV of the Hague Convention.<sup>1</sup> It was not always easy to bring about that co-operation in China, on account of the great size of the country and the disturbed political situation.

With regard to North China, the Japanese authorities intended, as soon as possible, to ratify the 1936 Convention. Meanwhile, patience was necessary, but M. Yokoyama could assure the Committee that there could be no doubt as to Japan's good faith.

The position in Tientsin had been described. Everyone wished to improve, as quickly as possible, the deplorable state of affairs existing there. In order to do so, however, the cause and not the effect must be attacked. The reason for that situation was chiefly political and geographical. Tientsin was situated between two parts of China with entirely different legislations. In South China, there was a total prohibition of narcotic drugs which did not exist in "Manchukuo". Tientsin was the weak spot in the organism and therefore the most readily attacked by the germ of drug addiction. Malefactors existed in Japan as elsewhere, and when the situation was made too difficult for them in Japan they naturally went elsewhere. The Japanese authorities were doing their best, but patience was necessary.

It had also been alleged that the increase in the illicit traffic in China coincided with the Japanese advance. Such a statement was at least exaggerated, if not wholly inaccurate. If it were true, it might be said that there were other influences than Japanese at work. In some cases, it might be a mere coincidence. The Japanese army went wherever military defence was necessary; national defence naturally took precedence over all other problems. Narcotic drugs were a great danger, but the danger of bombs and machine-guns was greater still. The military authorities devoted as much time as they could to the suppression of the illicit traffic.

M. Yokoyama therefore asked that the somewhat annoying bluntness of the allegations made should be modified.

The solution of the drug problem would come only when peace and tranquillity were restored through better organisation. The situation was deplorable, but could not be immediately remedied.

<sup>1</sup> See Annex 2 to the report of the Committee to the Council on the work of its twenty-second session (document C.285.M.186.1937.XI) (Ser. L.O.N. P.1937.XI.4), page 33.

Referring to " Manchukuo ", M. Yokoyama held no brief for the existing system. He could confirm Mr. Fuller's statement about the reaction of public opinion to the defects of the Opium Monopoly in " Manchukuo." Even in Japan there were severe critics of the present-day monopoly, such as Professor Miyajima, who had made a personal tour of " Manchukuo " and had come to the conclusion that the social position could not be improved without radical changes. The difficulty was that the law was not properly applied and that the evil had been deeply rooted for a very long time.

With regard to Chosen, M. Yokoyama had no definite information to offer Mr. Fuller as to the regulations concerning poppy cultivation and the sale of opium, but he would make enquiries and if he found anything contrary to the principles laid down by the Advisory Committee, he would notify the Japanese Government.

He realised that all this was not very satisfactory, but Japan was doing its best in a very difficult situation.

M. Yokoyama had just received a telegram from Tokio stating that the chief of the gang concerned in the Seattle cocaine case of March 1937 had been arrested on May 28th, at Dairen, and that the Japanese authorities hoped to obtain valuable information from him.

M. Yokoyama's feelings on the matter were divided. He had a dual personality: as an idealist he would like to have action taken immediately, even if it necessitated sending sheaves of telegrams to his Government, but as a practical man he realised that the difficulties were so great, the countries so far away, that no formal promise could be made. Japan laid too great store on her national honour to make promises that could not be carried out.

The CHAIRMAN thanked M. Yokoyama for the sincerity of his statement and sympathised with him in his difficult position. He said that the Committee would welcome more detailed reports concerning China. In the 1935 report from Japan, there was nothing of importance about Tientsin. M. Yokoyama had reported an improvement in the situation at Amoy, but this was the first information the Committee had received on the subject.

Dr. DE VASCONCELLOS (Portugal), after expressing his appreciation of the high level of the debate, went on to say that, in order to find the remedy which everyone desired, it would be necessary to go to the extreme limits, as had already been done in China. He was against the death penalty, but considered that in those countries where it existed no-one more richly deserved the application of that penalty than illicit drug traffickers who murdered not merely individuals but the masses.

He paid a tribute to M. Yokoyama's sincerity and suggested that it would be useful to circulate freely the speeches which had been made on the subject under consideration.

Mr. Fuller's survey had drawn attention to the fact that the annual report on Macao for 1934 indicated the export from that colony of raw Iranian opium in huge quantities. Dr. Vasconcellos considered the word "huge" to be grossly exaggerated. In any case, the statement in question only referred to one particular year. In actual fact, all the measures necessary to improve matters had been taken.

Major COLES (United Kingdom) said he would not add to the facts and figures already given, but wished to support what previous speakers had said with regard to the gravity of the peril. He had appreciated M. Yokoyama's explanations and would bring to his notice any information that might reach him on the subject.

Dr. CARRIÈRE (Switzerland) had thought until now that the problems the Committee was discussing at the moment were of little interest to anyone but the Far-Eastern countries. After hearing the statements just made by various members of the Committee, however, he felt bound to say that the situation in the Far East was a grave danger, a menace to the whole world. He had been specially struck by one figure given by Russell Pasha, who had estimated the quantity of heroin despatched weekly from Tientsin to the United States at 500 kilogrammes. Even if that were too high an estimate, the situation was appalling and recalled the worst days of the European illicit traffic. M. Yokoyama recommended patience, and he was right; work of the kind on which the Committee was engaged required patience, and that was too apt to be overlooked perhaps, in some circles. Nevertheless, in circumstances like those just described, it was necessary to take a firm line. No one—he himself least of all—questioned M. Yokoyama's loyalty and good faith and the spirit of conciliation and co-operation he had displayed in the Committee. But, at the same time, Dr. Carrière hoped that, in the present circumstances, the idealistic side of M. Yokoyama's personality would prevail over the practical.

M. BOURGOIS (France) expressed the hope that the publication of the facts laid before the Committee would have an influence on world opinion. The first thing the Committee should do was, in full agreement with Japan and the other countries concerned, to seek, by all possible means, to obtain official confirmation of these facts.

Dr. HOO Chi-tsai (China) expressed his pleasure that the gravity of the question for the whole world was being realised. He especially thanked Mr. Fuller for his appreciation of the efforts